



# Quality of Life

*"Renewing Commitment to Our People"*



**March 2001**

*Approved for Public Release: Distribution is Unlimited*

OFFICE OF THE ASSISTANT SECRETARY OF THE NAVY  
(RESEARCH, DEVELOPMENT AND ACQUISITION)

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Naval Research Advisory  
Committee Report



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# **Naval Research Advisory Committee**

## **Quality of Life**

### **Executive Summary**

In January 2000 the Naval Research Advisory Committee (NRAC) was tasked by the Honorable H. Lee Buchanan, Assistant Secretary of the Navy (Research, Development and Acquisition) [ASN(RD&A)] to examine Quality of Life (QoL) issues for Sailors and Marines, anticipate what those issues will be for the Navy and Marine Corps of the twenty-first century, and forecast the appropriate Department of the Navy (DON) responses to the challenges. The tasking included a review of historical and current QOL areas identified by the DON and the current institutional response to them, including the problem areas of housing/shipboard life, standard of living, and job performance challenges, and assess whether the current response will address the changing needs. The panel was asked to identify the QOL issues that arise as population changes occur and the concomitant employment issues that result. In addition, the panel was asked to address the adequacy of current analytical QOL assessment methods to identify the impact of problems and measure the impact of mitigation efforts on recruitment and retention. To address the tasking, a panel of six NRAC members was augmented with one expert from academia, one retired civilian Navy Education Program Director, five retired flag/general officers, and a retired U.S. Navy Command Master Chief.

QOL has emerged as a serious challenge, with a dramatic impact on recruitment and retention, which are key DON concerns. Military readiness is at issue, and the all-volunteer force may be jeopardized if QOL is not addressed. The panel subtitled the study "Renewing Commitment to Our People" to emphasize the significant challenges facing the Navy and Marine Corps regarding life quality for its people.

The panel defined good QOL as a high level of physical and psychological well being, including a capacity for adaptation to life's challenges, and the social and economic resources necessary to sustain this level. The specific components representing the military QOL are divided into basic, traditional and work areas. Basic issues are defined as pay and compensation, medical care and housing. Traditional issues involve family services, childcare, education, recreation, and exchange/ commissary benefits. Work issues are shipboard living, training, work environment and workload. Leadership issues affect the entire QOL spectrum.

There are many converging factors that influence Navy and Marine Corps QOL, including the end of the "Cold War," rapid technology advances, and a more educated, diverse work force. The need to attract and retain a diverse work force is all encompassing. The DON has an opportunity to embrace the strengths of diversity and provide a model for the rest of our society.

Data indicate that leadership is viewed as the key to a Sailor's and Marine's life quality. Many factors have combined to create and perpetuate an environment where leaders are perceived as risk-adverse, more concerned with how they appear rather than how their personnel are treated, and less tolerant of other's errors. As a

result, Sailors and Marines indicate they have lost trust and confidence in their military leadership. To reverse this trend, the panel recommends that the Navy and Marine Corps commit to developing the next generation of leaders. The DON leadership should require that all budget and planning decisions consider the impact on quality of work life. In addition, the panel recommends that the Navy and Marine Corps examine contemporary successful leadership examples, identify best practices, and develop and implement a strategic plan to create a Naval environment that maximizes the advantages of a diverse work force, and fosters an environment where leaders can develop, implement, and put people first.

Inadequate pay and compensation continue to be one of the primary factors affecting retention. The panel recommends that the DON maintain pressure on Congress and the Office of the Secretary of Defense (OSD) to increase military pay and benefits across the board.

Pride in work clearly affects retention and readiness. Quality of work life is a key concern among Sailors and Marines. Work issues identified are inadequate manning, training, professional development, rest and personal time; excessive drudge work; and poor shipboard living conditions. Facilities and equipment issues include spare parts shortages, outdated tools and equipment, and inadequate computing and communications capabilities. The panel recommends modifying watch-standing requirements, increasing personal and family time in port, contracting out appropriate drudge work, and improving the non-structural aspects of shipboard living on legacy ships as much as possible, to address work condition dissatisfaction. Fully funding spare parts and logistics support on a long-term basis, and aggressive technology insertion into legacy platforms and facilities to reduce costs and workload, will alleviate some of the facilities and equipment concerns.

The DON should develop and implement training strategies that maximize the use of available technology and leverage diverse demographics. Mentoring should be emphasized and rewarded, and improvement sought for matching individuals and job skills. The DON should examine use of a skill-based, dual career path and pay structure for skilled technicians, to increase work force performance and satisfaction.

Thirty-four percent of recruits, today, are deficient in basic academic skills, or fail to meet the academic level equivalent to a high school graduate. The current training program for new recruits does not address this deficiency. Consequently, many recruits are assigned to the Fleet less than adequately equipped to deal with their new military life. This fact attracted major attention from the panel. The panel recommends that the Navy and Marine Corps place a higher priority on providing basic academic skills training to its personnel as a readiness and quality of work life issue. Further, it recommends that basic academic skills training not be voluntary, but be required prior to the first duty assignment for those recruits who do not meet the basic standards. The panel stresses that if this issue is not dealt with, it will continue to create and retain major obstacles for the "quality of service" and cost the DON in terms of attrition and training investment loss.

Sailors and Marines expect good medical care for themselves and their families. During interviews, the panel heard that the quality of care provided by

TRICARE is excellent. However, system access and bill payment issues are serious problems. Recent data reflect improvement, but continued DON attention is necessary.

QOL family issues involve childcare, housing and spouse employment. The panel recommends that the DON increase family services support for new parents, financial counseling, and youth programs; continue to pursue innovative solutions to improve quantity and quality of housing; and enhance programs to support spouse employment, especially after military reassignment.

Additionally, the panel recommends that the DON fund longitudinal research on the response of Sailors and Marines to QoL improvements by studying samples of them throughout their military careers.

The bottom line is that improving the lives of Sailors, Marines and their families must always remain a DON priority.

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## Quality of Life for Sailors and Marines

# *Renewing Commitment To Our People*

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## Quality of Life for Sailors and Marines

We have subtitled our product “Renewing Commitment to Our People.” The purpose of this study is to delineate the Naval services’ **most pressing challenges** regarding life quality for its people and to explore possible modifications that could improve their lives. We have approached the topic from a broad, comprehensive perspective, rather than limiting it to the usual areas implied by “Quality of Life” in military terms. As part of our comprehensive approach, we explored the implications of **the new societal demographics** as they apply to these challenges. We believe this is a very important element to consider in providing future life quality for Sailors, Marines and their families.

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## *New CNO Assumes the watch...*

- “The way ahead involves ... commitment to our people as the Navy’s most important resource.”
- “We prize leadership as the foundation of mission success in our profession.”
- “We will be a Navy that holds quality of service for our people ... as a top priority in readiness and mission accomplishment. Quality of service is a balanced combination of quality of life and quality of work ... having proper tools and facilities, excellent training, and the opportunity for professional and personal growth.”

**Admiral Vern Clark**

*- Chief of Naval Operations*

ALNAV “Assuming the Watch” message July 22, 2000

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### **New CNO Assumes the Watch**

We begin our report with excerpts from the first message issued by Admiral Vern Clark, as he assumed the responsibilities of the Chief of Naval Operations (CNO). He emphasizes commitment to **people as the Navy’s most important resource; leadership** as the key to mission success; and the importance of QoL, including both **general life quality** and **quality of work**, which are together characterized by him as “quality of service.” He has continued to reinforce these themes throughout his tour as CNO.

Quality of Life+Quality of Work Life=Quality of Service

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## Panel Membership

### Chairperson

Dr. Shirley Laska

University of New Orleans

### Vice Chairperson

Mr. Peter A. Gale

John J. McMullen Associates, Inc.

### Members

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### Executive Secretary

LCDR Charles Kliewer, USNR

Office of Naval Research

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## Panel Membership

The QoL panel consisted of members from academia, the corporate sector, retired Navy flag and Marine general officers, and private consultants. Individuals with expertise on specific aspects of QoL were added to the NRAC members and Associates who comprised the panel. The panel was ably supported by an activated Navy Reserve lieutenant commander.

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## Why Study This Now?

- Quality of Life clearly emerging as DoN challenge.
  - Influencing recruiting and retention.
  - Impacting performance and readiness.
  - Good QoL requisite to sufficient numbers and quality of volunteer force.
- Military and societal environment is changing.
- These new challenges will require course adjustments, actions which the Naval service are well experienced at doing.

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### Why this Study Now

There have been many studies of QoL over the years. Why should we study this topic now? Again?

First, QoL is emerging as a serious DON challenge. Recruitment and retention are front and center as Naval concerns. Military readiness is at issue. A good QoL is necessary to maintain volunteer force because growing technical/specialized workforce needs are difficult to acquire through only other alternative - conscription.

Second, challenges to QoL are intertwined with military and societal environmental changes. A new look is needed at this time.

Finally, QoL challenges require serious course adjustments which we believe the DON leadership is well equipped to make. The panel believes that Naval services are well experienced at adapting to change.

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## Terms of Reference

### Objectives

- Review current Quality of Life (QoL) for Sailors and Marines.
- Identify the QoL elements most important for satisfaction and Naval readiness.
- Examine current dissatisfiers/challenges in the key QoL elements and the existing efforts to address these.
- Assess demographic, technological, and social trends affecting Naval QoL for the 21st Century.
- Recommend modifications to current QoL support programs.
- Expanded thinking on what QoL entails.
- Propose new initiatives.

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## Terms of Reference

The specific study objectives were to review the current life quality for Sailors and Marines; identify the QoL elements **most important** to Sailor/Marine satisfaction and Naval readiness and the challenges within them; assess **demographic, technological, and social trends** affecting Naval QoL; and then to make recommendations both for current QoL support programs and those areas outside of the traditional QoL realms. A complete terms of reference may be found in Appendix A.

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## Site Visits & Briefing Locations

### Operations Visits

- San Diego Naval Base
  - USS JOHN C. STENNIS (CVN-74)
- Norfolk Naval Base

### Briefing Locations

- Office of Naval Research (Arlington, VA)
- New Orleans, LA
- Norfolk, VA
- San Diego, CA

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## Site Visits and Briefing Locations

The panel limited our visits of site operations to two in order to concentrate on briefings encompassing the breadth of the QoL issues. The briefings were received during the four-month study period at the Office of Naval Research, Arlington, VA; and in New Orleans, LA; Norfolk, VA; and San Diego, CA.

A site visit to the Norfolk Naval Base was specifically directed toward meeting with and listening to Sailors and Marines and the professionals who work directly with them to deal with QoL challenges

During the Summer Study meeting in San Diego, CA the panel toured the aircraft carrier JOHN C. STENNIS (CVN-74) and discussed QoL-related issues with the officers and crew.

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## **Group Interview Sessions**

Six interview sessions were conducted in Norfolk, VA:

### **Sailors & Marines**

- Junior and Mid-level Enlisted Sailors and Marines
- Senior Enlisted: Command Master Chiefs & Chiefs of the Boat, and Marine Corps Staff NCO's
- Junior Officers

### **Counselors**

- Family Service Center Counselors
- Career Counselors (military)
- Education Counselors

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## **Group Interview Sessions**

The panel conducted group interviews at the Norfolk Naval Base. The interviews were facilitated by a professional focus group expert, CDR Sky Webb, USN, during six interview sessions with:

- Junior and mid-level enlisted personnel
- Senior enlisted
- Junior officers
- Family service, career and education counselors.

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## **Briefings and Studies**

- Forty-seven separate briefings addressing both traditional and non-traditional Quality of Life topics at sites across the continental US from 11 April 2000 to 17 July 2000.
- Numerous telephone conferences independently pursuing relevant information.
- Over 35 separate topical studies and a host of other documents associated with this subject matter.

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### **Briefings and Studies**

The scope of the QoL topic warranted numerous briefings—some 47, as well as telephone follow ups, and review of numerous reports and related documents. A complete list of representative briefings and studies is contained in Appendix B.

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## What is A Good Quality of Life ?

A Good Quality of life is...

- A high level of physical and psychological well being, including a capacity for adaptation to life's challenges.
- The social and economic resources necessary to sustain such a level.

Measures of Good Quality of Life:

- Satisfaction with areas of life that are important to particular individuals.

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### What is a Good Quality of Life?

The panel's general definition of QoL was drawn from social scientists who study the topic.<sup>1</sup>

A good QoL includes both a physical and psychological sense of well being. It includes the resources to sustain this well being.

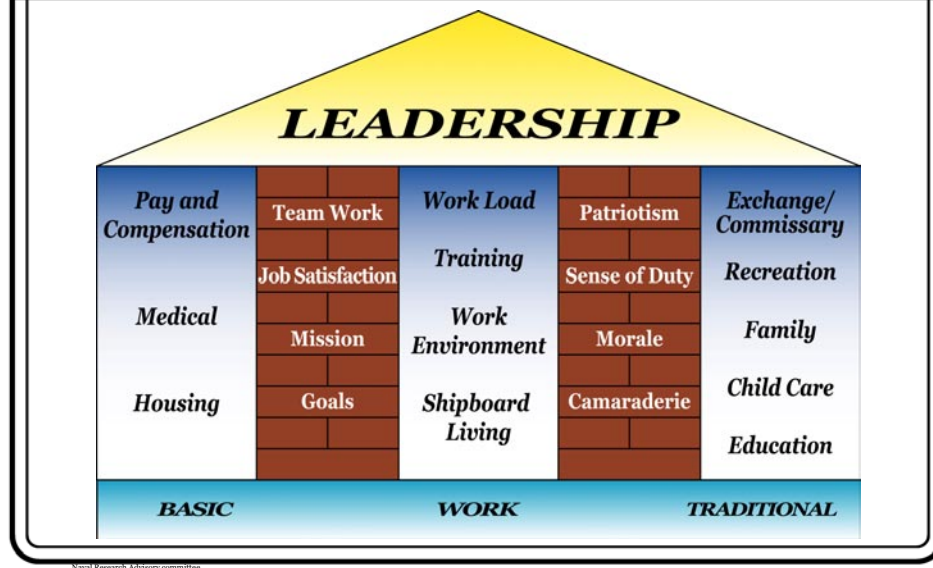
Social scientists measure QoL by asking people what is important to them and how satisfied they are with those areas that are important.

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<sup>1</sup> Telephone interview with Professor Melissa Milkie, Department of Sociology, University of Maryland, March 2000.

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## Military Quality of Life



### Military Quality of Life

Focusing from the general definition of QoL to one specifically appropriate for the military, the panel developed a diagram which represents the components. Three groupings exist, which are displayed as pillars above: the basic components include pay and compensation, medical and housing. The traditional-components include (usually defined as QoL) commissaries and exchanges, recreation, family services, child care and education. The third grouping emphasizes work elements, work load, training, work environment and shipboard living. The bricks and mortar that are connected to the pillars include: team work, job satisfaction, mission, goals, patriotism, sense of duty, morale and camaraderie. These dimensions both affect life quality and are effected by it.

This diagram was created with a roof representing leadership to reflect the overarching importance which leadership has on the entire spectrum of QoL issues affecting Sailors and Marines. All of our data sources emphasized the importance of leadership, as the CNO did in his message to the force.

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## **Major Factors Influencing QoL**

- The end of the “Cold War.”
- An extended period of economic prosperity with low unemployment rates.
- Dramatic advances in technology with increasing gaps in technical competencies.
- A disinclination among today’s youth to seek out a military lifestyle.
- A societal requirement for a more educated and ultimately diverse national workforce.

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### **Major Factors Influencing QoL**

Many factors influence Navy and Marine Corps QoL. Derived from the multiple briefs received, the panel determined that the following issues are very important: the end of the cold war with its concomitant downsizing (reduced budgets especially for training, maintenance and spare parts); changing military missions; low civilian-sector unemployment rate; an explosion of technology with a serious divide between users and non-users; youth attitudes against authority and in favor of a high QoL which may discourage military enlistment and retention; a rapidly changing ethnic mix in which the former minorities will form the new majority, with a resulting need for the Services to learn how to take best advantage of these changes; and both an individual desire and societal requirement for a better educated workforce, with significant challenges of attaining such.

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## What is Diversity?

*Diversity* refers to the individual differences in our human characteristics and experiences that impact our values, opportunities, and perceptions of self and others.

It includes knowledge, beliefs, values, customs, status, and any capability or habits, some of which are acquired by one as a member of a certain group.

This is Diversity with a big “D”.

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## What is Diversity

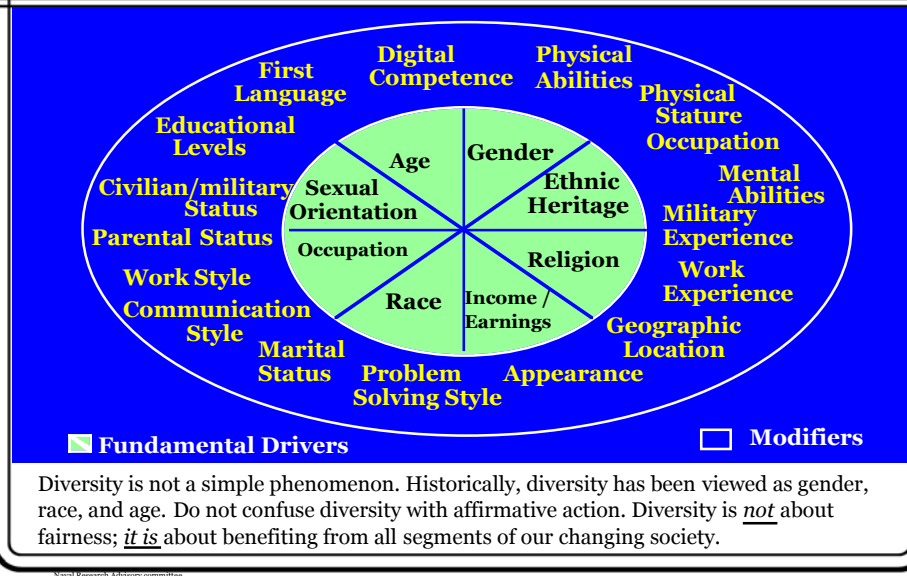
When we refer to a diverse workforce, what do we mean? The term diversity, in everyday use, characterizes the evolutionary changes in the fabric and texture of the modern American workforce. According to Fowler’s *Modern English Usage* it refers to “qualities varied” or “turned in different ways.” As used in this report, it references the aggregation of differences emerging in the American population and the military workforce over this millennium. In the context of the wide range of individual and group differences to be identified, this diversity is the big “D.”

While differences among people have always existed, they have typically been subsumed under the domination of one particular population entity. What is different today is that the aggregation of distinct qualities among some identifiable groups are or will be reaching proportions which will displace major population sectors. It is clear to this panel that the big “D” will impact a full range of QoL dimensions. Any effort to improve QoL in the Navy and Marine Corps will not be effective or lasting unless the military organization is sensitive to and cognizant of how any such change will affect a growing number of the “new majority.”

The changes in our population base are not subtle. They are well underway. For example, in less than 40 years, over 50 percent of the American population will be Hispanic, African-American, and Asian.

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## Diversity Dimensions



## Diversity Dimensions

Too often, the term diversity has been limited to connoting affirmative action, pinpointing only gender, race, and age dimensions. The property of “Diversity” is much more. It refers to all kinds of differences which help determine the way individuals place value, organize thoughts and perceive their world.

The big “D” requires us to be more aware of differences in educational preparedness, educational status, “first” language, digital competence, mental abilities, to name just some of those noted in the chart above. Any collection of differences, easily identified with a particular group, both modify individual behavior and flavor individual response to authority. Such effects are particularly important in a military organization where collective response is the norm.

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## Diversity



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### Diversity Impact

More specifically, the new demographic will impact all major social institutions. For example, parents of the “new majority,” fueled by the belief that educational credentials are the key for upward mobility, will continue to encourage their children to achieve a college degree. College enrollments are projected to increase between 19 and 20 percent in the next 15 years and 80 percent of that increase will be made up of the “new majority.” This will force the military departments to invest continually in avenues of educational access if they are to attract young people into the military first, rather than college directly.

A recent National Science Foundation Report<sup>1</sup> having to do with women and minorities being underrepresented in information technology careers speaks to a problem not uncommon to the military. It recommends more partnering between predominantly white and predominantly minority colleges in the area of distance learning for the purpose of motivating and retaining the very group of young people also needed to come into the military. The need to attract and retain a diverse workforce is all encompassing.

As the new demographic emerges, it is increasingly evident that the Services have a distance to go to reflect the possibilities of a more diverse market. One example serves to make this point. The largest new majority sector is that of the Hispanic population. Current accessions for the Navy (10.2 percent Hispanic) and Marine Corps (12.3 percent Hispanic) are below the year 2000 Hispanic population percentage of 14 percent. However, by the year 2040, 25.7 percent or almost 26

<sup>1</sup> Land of Plenty: Diversity as America's Competitive Edge in Science, Engineering and Technology. Commission on the Advancement of Women and Minorities in Science, Engineering, and Technology Development (CAWMSET), National Science Foundation Report, September 2000.

percent of the American population is projected to be Hispanic. That is a significant distance to travel and to gain market growth for recruitment and retention.





## **Good News about Diversity!**

Making DON more diverse will:

- Potentially enhance the appeal of military service among our youth.
- Increase political support for the Military.
- Strengthen the leadership role of the Military in valuing character and ability.
- Attract a more representative force especially when leadership itself becomes more diverse.

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### **Good News About Diversity!**

Too often, diversity among the Naval Forces is viewed as a problem to be overcome. This is a shortsighted view. In a military organization where QoL programs are supported, a diverse workforce is value-added. When young people see members of their group or others who have characteristics similar to theirs, in the military, their confidence in the military is reaffirmed. Similarly, some ethnic groups have demonstrated an increased affinity for the military mission and this bias may lend strong political support. As political positions are embraced by members of the new majority, this will be a distinct advantage for the Services. If the services embrace the strengths of diversity, this will prove to be a model for the rest of society.

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## Implications of a New Demographic for DON

The “New Demographics” require:

**Recruiting and Retention:** Meaningful incentives to attract, motivate and retain diverse personnel. Also, objective determination of candidate aptitudes.

**Workplace:** Culturally sensitive leadership, multi-cultural mentoring, innovative problem solving, and flexible communication styles.

**Education:** A very positive message emphasizing that education makes a difference in both careers and lives.

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### Implications of a New Demographic For DON

In response to the question of why the Navy and Marine Corps should care about diversity, we propose the following: As the “face” of our country changes, so will the face of the military. The new demographic implies differences in attitudes, ways of viewing situations, ways of solving problems, and differences in perspective. It is difficult enough, now, to populate the Naval Forces in the numbers and quality needed. Attracting a more diverse market and understanding how to impact and lead that market will reduce the level of competition and provide new opportunities to grow a better force.

The points listed in the chart above highlight what the new demographics will require in terms of policy, leadership responsibility and opportunity to grow and thus become more valued in the system. We have not been as successful as we would like in identifying which are the most meaningful incentives to attract and keep different people, or people who are “turned different ways.” We need to find more effective ways of objectively determining candidate aptitudes. This means all levels of leadership must be knowledgeable about cultural nuances, differences in communication style, as well as differences in problem solving patterns. Finally, the Navy must correct any “message mis-match” about the value of education and its power to change people’s lives.

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## Survey Evidence

### Navy Quality of Life Domain Study (1999):

- Many Sailors dissatisfied with aspects of Navy life.
- Dissatisfaction affects their retention plans.

### Serious Dissatisfiers with negative effect on plans to remain in the Navy:

- |                                  |     |
|----------------------------------|-----|
| • Shipboard Life                 | 55% |
| • Income and Standard of Living  | 45% |
| • Their own Military Job         | 35% |
| • Relationship with Children     | 32% |
| • Marriage/Intimate Relationship | 31% |

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## Survey Evidence

Let's review what Sailors and Marines say about their QoL. The PERS6 1999 Navy QoL<sup>1</sup> study and the 1999 GAO<sup>2</sup> study-which includes Navy and Marine Corps-as well as the other services are two sources. We also examined other studies and, for comparative purposes, the civilian QoL studies done by the National Opinion Research Center<sup>3</sup>.

From the 1999 Navy study we found that a substantial proportion of personnel are dissatisfied with aspects of Naval life, and this dissatisfaction is often reported as affecting retention decisions. The key areas which negatively affect their plans to remain in the Navy include:

- Shipboard Life
- Income and Standard of Living
- Their Own Military Job
- Relationship with Children and
- Marriage/Intimate Relationship

The latter two refer to the missed opportunities for being involved with family which may be a result of Naval service.

<sup>1</sup> Navy Personnel Research Studies Technology Survey: Results of the 1999 Navy QoL Domain Survey, Principal investigator - Dr. Gerry L. Wilcove, assisted by Dr. Michael J. Schwerin

<sup>2</sup> General Accounting Office Briefing Report : Perspectives of Surveyed Service Members in Retention Critical Specialties, August 1999

<sup>3</sup> James A. Davis and Tom W. Smith, "General Social Surveys 1972-1998", National Opinion Research Center

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## Survey Results

### GAO Report 1999 (Enlisted/critical specialties):

- Dissatisfaction and reasons for leaving mostly work circumstances (62%).
  - Availability of needed equipment, parts, and materials
  - Level of unit manning
  - Frequency and nature of deployments
  - Morale in unit
- Other top dissatisfiers and reasons to leave:
  - Base pay
  - Ability to spend time with family & friends
  - Medical care for dependents
- Needed research:
  - Longitudinal panel studies

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## Survey Results

The 1999 GAO study<sup>1</sup> reported similar findings:

Sources of dissatisfaction and reasons for leaving are mostly within the work circumstances; in fact, almost two thirds of the reasons given are work related. These included: equipment, parts, materials, manning, deployments and morale. Other frequently mentioned concerns are pay, time for family and medical care for the family.

While the studies we examined were useful, we uncovered a need for longitudinal panel research where a representative sample of Sailors, Marines and their spouses are followed over time. This would enable the DON to assess the effects of particular experiences (with QoL programs, leadership practices, work settings, Permanent Change of Station (PCS) moves, etc.) on service members' satisfaction and retention and to better monitor implementation and consequences of QoL initiatives.

The best research combines quantitative (on a large sample) and qualitative (on a smaller sub-sample) measures. It is also important to begin measurement early (preferably at the beginning of the accession process) and continue at least once a year throughout the service member's career. This is the best way to draw firm conclusions about what affects performance, satisfaction, and retention.

<sup>1</sup> General Accounting Office Briefing Report: Perspectives of Surveyed Service Members in Retention Critical Specialties, August 1999:

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## Take Away Messages

### Recommendations for DON Leadership:

- Establish the conditions where Leaders can put people first
- Focus on work realm improvements
- Invest even more in a qualified workforce
- Prepare for Diversity
- Incorporate family needs as a core requirement
- Institute a systematic process where Sailor and Marine QoL satisfaction can be measured throughout their careers

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## Take Away Messages

Before we get into the specific findings and recommendations we would like to focus your attention on the most important conclusions. The chart above identifies our six key recommendations. Now we will give you the specifics.

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## QoL Area #1



- 1 **Leadership**
- 2 Pay & Compensation
- 3 Work Life
- 4 Education
- 5 Medical
- 6 Family (including housing)
- 7 Community Services

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## QoL Area #1

In the panel's judgment, these seven areas are the most important contributors to a satisfying life in Naval service. The most important factor that we have found to impact all aspects of Naval life is leadership.

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## Leadership

*Data indicate that leadership is seen as key to Sailor's and Marine's life quality.*

### Issues:

- Need to restore confidence in leadership.
- Place more value on the person and his/her quality of work life.
- Actually make people our **number one** priority.

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## Leadership

In the Navy QoL Study conducted in 1999<sup>1</sup>, Sailors' "military job" was ranked as third behind "shipboard life" and "income and standard of living" as having a negative effect on plans to remain in the Navy. In the category "military job," three out of the top five dissatisfiers dealt with leadership, including: leadership by superiors, support and guidance from supervisors, and respect and fair treatment from superiors.

Further, panel members' discussions with personnel representing **all levels** of Naval service, and analysis of recent exit surveys and previous Navy/Marine Corps QoL studies, indicate that the biggest leadership issue in the work place is that Sailors and Marines have lost trust and confidence in their leaders. The Navy and Marine Corps have outstanding leaders, but sometimes in the day-to-day consequences of dealing with all of the factors that affect their job, the positive leadership traits that should be mentored within their units and organization get diluted by the decisions and choices that commanders are forced to make.

As part of this leadership dynamic, Sailors and Marines expressed concerns that leaders treat individual Sailors and Marines as if they were an unlimited resource, with little regard for the individual's concerns or their quality of service.

The panel also observed that DON policies, priorities for acquisition, and command decisions do not necessarily reflect the goal of the Secretary of the Navy, the CNO, and the Commandant of the Marine Corps, to make people the number one priority within the context of accomplishing the mission.

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<sup>1</sup> Navy Personnel Research Studies Technology Survey: Results of the 1999 Navy QoL Domain Survey, Principal investigator - Dr. Gerry L. Wilcove, assisted by Dr. Michael J. Schwerin

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## Leadership

### Leadership Challenges

- Military is Resource Short.
- Stretching the Budget Across Goals.

### Consequences

- 'Zero-Defect' Mentality.
- Increased Micro-Management.
- Careerism Rather Than Mentoring.
- 'Can-do', 'Never-Say-No' Attitude.
- Increased PERSTEMPO.
- Perceived Diminished Value of the Individual.
- Unclear Mission.

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## Leadership

Current leaders have been pressured to respond to a number of external factors rather than out of concern for the welfare and QoL of their personnel.

A downsizing military and changing mission requirements, precipitated by the end of the cold war, have posed leadership challenges. There are now fewer Navy and Marine Corps forces available to respond to a widening range of military missions, placing an increased strain on already thin resources and resulting in more time deployed away from home for our Sailors and Marines.

Meanwhile, the loss of an easily identifiable threat has led to questions of how much more capability do our military forces really require, even as our Nation and our military leaders are asking those forces to respond to an ever-increasing number of lesser conflicts where the primary mission for which the forces are trained and equipped has become secondary.

An increased competition for resources within the framework of a constrained budget has delayed needed modernization and recapitalization, and has resulted in declining readiness for an aging, overworked infrastructure that is becoming more expensive to operate and maintain.

Additionally, the capacity of mass-media to report world-wide events quickly, including problems which the military experiences has affected how leaders frame decisions and has contributed to a "zero-defect" mentality.

These challenges have resulted in a general atmosphere where negative rather than positive leadership values have been perpetuated and reinforced by the choices and decisions that leaders have had to make.

The competition for resources and search for a mission have manifested themselves into a situation where military leaders have become more concerned with meeting increasing global commitments, rather than with the long-term consequences of those commitments or impacts on quality of service. As a result, our traditional “can-do” attitude and this “never-say-no” approach to additional taskings has combined to place more strain on personnel and equipment.

With the loss of a readily recognizable threat, interpretation of our traditional military mission of protecting U.S. national interests abroad became broader and more confusing. Some commitments were joined without a clear understanding of mission or objectives, creating a dilemma for military leaders and eroding the trust and confidence others placed in their decision-making abilities.

Decreasing force size has contributed to a “zero-defect” mentality where any error or mistake could be perceived as a critical flaw and ultimately effect future advancement. This has resulted in a generation of leaders less willing to take risks and less tolerant of mistakes on the part of their subordinates. To ensure that no mistakes are made on their watch, leaders have taken on an increased tendency to micro-manage rather than allow subordinates to learn and develop from their own experiences. The natural attrition that accompanies force downsizing has also tended to diminish the value traditionally placed on each individual and their quality of service, and has contributed to “zero-defect.”

All these factors have combined to perpetuate an environment where leaders are perceived as being more reluctant to take risks, more concerned with how they appear rather than how their personnel are being treated, and less tolerant of other’s errors. As a result, Sailors and Marines indicate they have lost trust and confidence in their military leadership. This trend needs to be reversed. If the Navy and Marine Corps can better understand the challenges facing today’s leaders and work to eliminate some of the negative leadership trends that have been induced by outside factors, it could be expected to have a major positive impact on quality of service.





## Leadership

### Recommendations

- Commit to developing the next generation of leaders.
- Engage personnel at all levels in decision-making.
- Stress respect for individuals and their diverse qualities.

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## Leadership

Increased competition for talent with the corporate sector and among the services indicates that the Navy and Marine Corps need to return to a climate, a leadership environment, where positive leadership traits are actively promoted and practiced. We need to restore trust and confidence in our naval leadership. Sailors and Marines must believe that their senior leaders are doing their best to look out for their interests.

Young leaders should not only be given appropriate training, but be given expanded opportunities to exercise leadership and responsibility in an environment where they can learn from their own experiences; an environment where superiors will mentor and guide, not try to micro-manage; where young Sailors and Marines can be allowed to make minor mistakes without fear of career-ending retribution; and where outside factors influencing decisions and judgements are understood and the negative impacts are minimized.

Sailors and Marines want to believe they belong to something worthwhile, that what they do matters and is important; and that what they say and think will have some influence on the decisions affecting them. They want to participate in the decision-making process, or at least know that they can make their thoughts known and they will be listened to. Interviews with Sailors and Marines indicated that now they feel like the decisions affecting them and their families are being made without much consideration for what they think. When they are asked for input, they are never given any feedback as to whether that input was considered or not. To rectify this, the panel proposes that mechanisms be developed for Sailors and Marines to express their views in the development of policies and procedures, and that feedback be provided to them. An example is Marine Mail, where any Marine or Sailor can

write an e-mail to Headquarters, Marine Corps regarding any important issue and expect a response.

All this pertains to treating individuals with respect. Valuing each individual's contribution to the total effort and working hard on their behalf to improve how they feel about themselves and their organization. It all reflects on quality of service. The panel's third recommendation is that leaders be encouraged and taught to treat each Sailor and Marine as a valued individual, to listen to what they have to say, and to leverage their diversities.



## Leadership

### Methods:

- Give officers and senior enlisted responsibilities and resources, holding them accountable for outcomes.
- Establish a system of open dialogue between leaders and the deckplates by utilizing direct e-mail and providing feedback to Sailors and Marines.
- Leadership show by example that a more representative, diverse workforce is both valued and desired.

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## Leadership

To achieve these recommendations, the panel proposes:

- First, give service members, at all levels, the responsibilities and resources to perform their jobs, hold them accountable, and mentor them in their performance.
- Secondly, ensure an open dialogue between leaders and the deckplates. Involve personnel in the decision-making process through direct e-mail, etc. and ensure proper feedback.
- Finally, have leaders demonstrate by their actions a strong appreciation for the importance of each individual and their qualities.

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## QoL Area #2

- 1 Leadership
- 2 **Pay & Compensation**
- 3 Work Life
- 4 Education
- 5 Medical
- 6 Family (including housing)
- 7 Community Services

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## QoL Area #2

Next in importance to QoL is Pay and Compensation

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## Pay and Compensation

### Issues:

- One of the primary factors in the re-enlistment decision.
- Perception of inadequate compensation pervasive.
- Navy's increasing needs for skilled technicians.

### Recommendations:

- Maintain pressure to increase across-the-board pay and benefits with OSD and Congress.

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## Pay and Compensation

According to the 1999 Navy survey<sup>1</sup>, pay and compensation are the exceedingly important factors in predicting whether a Sailor is planning to leave the service.

While the recent pay raise may be seen by leadership as having really improved the pay issue, the perception of seriously deficient compensation is still prevalent, especially among enlisted personnel. The panel investigated several specific current issues of pay structure. They included: the comparability of military and civilian compensation; the disparity in the Basic Allowance for Housing (BAH) between equal rank single and married personnel; the potential of special pay to Sailors and Marines for drudge work (such as mess cooking); and the need to recruit and retain for skilled technical positions. While these are substantive issues, the panel concluded that the most important push should be to continue the pressure **for across the board** increases in pay and benefits.

<sup>1</sup> Navy Personnel Research Studies Technology Survey: Results of the 1999 Navy QoL Domain Survey, Principal investigator - Dr. Gerry L. Wilcove, assisted by Dr. Michael J. Schwerin

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### QoL Area #3

- 1 Leadership
- 2 Pay & Compensation
- 3 **Work Life**
- 4 Education
- 5 Medical
- 6 Family (including housing)
- 7 Community Services

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### QoL Area #3

Work life is the third area of importance and one not usually discussed when QoL is considered. We believe it is emerging as a key concern among Sailors and Marines.

Pride in work clearly affects retention and readiness. The corporate experience reinforces this conclusion. Without a clearly identified enemy, the ability to take pride in work performance, and to be satisfied with his/her work experience, are likely to be even more important to the individual's commitment to Naval service. People want to believe that the work they do matters, and to enjoy what they are doing. When they believe this, the organization has their full commitment.

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## **Quality of Work Life (QoWL)** *toward reinforcing pride in contribution*

- Workload
- Facilities / Work Environment
- Training / Professional Development
- Shipboard Living

“Providing the resources, training, and mental preparation for units and soldiers is a commander’s  
**FIRST QUALITY OF LIFE responsibility.**”

D.L. Grange, Brig. General USA (Ret.), *Naval Institute Proceedings*, April, 2000

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### **Quality of Work Life (QoWL)**

We subdivided QoWL into these four subcategories:

- Workload
- Facilities/equipment
- Training/professional development
- Shipboard living.

The latter is included in the Work Life category since all time spent away from home on a deployed ship could be considered as work.

The panel’s thoughts on the importance of work life are aptly represented by the quote cited above by General Grange in the Naval Institute Proceedings.

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## QoWL - Workload

### Issues:

- Manning (number and skills)
- Inadequate rest and personal time
- Excessive non-core / drudge work

### Recommendations:

- Establish watch-stander rest requirements at-sea
- Ensure adequate personal / family time in-port
- Move tasks ashore and sub-contract

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## QoWL – Workload

A recurring theme throughout much of the study seemed to have a root problem centered on manning. Discussions about the repercussions of this-(repeat tours on the messdecks, crossdecking, and ships getting underway undermanned)-surfaced at each location and from numerous sources. Turning this trend around is a critical component to the survival of the all volunteer force.

The effect of under-manning is to place an excessive burden on the able-bodied members of the crew. When sustained for more than a few days, the results are inadequate sleep and personal time at-sea and inadequate personal or family time in-port.

The workload on legacy ships includes a great deal of non-core duties, many of which involve drudge work. Some work of this sort will always be required; but, when it is excessive, it lowers morale and becomes a significant QoL issue.

Three recommendations we propose involve improvements in watch-standing requirements, personal/family time in port and moving some drudge tasks ashore to contractors.

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## QoWL - Facilities and Equipment

### Issues:

- Spares and cannibalization
- Outdated tools and equipment
- Inadequate computing and communication capabilities

### Recommendations:

- Fully fund spares and logistics support through the POM.
- Aggressively seek opportunities to reduce costs and workload by inserting emerging technology into legacy platforms/facilities.

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## QoWL – Facilities and Equipment

Three issues stand out with regard to facilities and equipment:

Spare parts shortages (and resulting cannibalization from other equipment) underlie workplace dissatisfaction. How frequently and widely the problem of spare parts was mentioned was a real surprise to the panel. The reason for this focus is likely due to how the absence of spare parts demoralizes individuals with respect to their being able to perform their jobs.

A second QoWL dissatisfier is outdated equipment and tools (including computational and information processing tools) which the Sailors and Marines must use.

The major recommendation for the spares issue is to fully fund spares (and logistics support) on a **long-term** basis.

With regard to tools and equipment, the DON should increase emphasis and focus on those emerging technologies which can be exploited and leveraged to improve workload and productivity, and reduce cost and manning. One of these techniques is to modernize when parts are replaced, a technique called “modernization through spares.”

The “bottom line” on facilities and equipment is that while most QoL issues are discussed in the context of a peacetime Navy and Marine Corps, this issue transcends to a wartime footing and can have a major impact upon combat mission success.

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## QoWL - Training

- Correct & timely training is important to job satisfaction
  - Asynchronous Distance Learning not fully utilized
  - Wide gap between tech-capable and tech-deficient
- Training demands heavier with changing demographics

### **Recommendation:**

Formulate training & deployment strategy to make full use of available technology and incorporate and leverage diverse demographics to increase workforce performance and work satisfaction.

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## QoWL – Training

Appropriate training to the expected performance level is crucial for the Sailor's and Marine's success and satisfaction in his/her work. New technologies such as Asynchronous Distance Learning (ADL) (available at any time) provide an excellent opportunity for obtaining new and refresher training. Use of ADL could require revisions of the Navy Enlisted Classification (NEC) rules but the benefits in terms of access to training may be worth the effort to accommodate the technology.

ADL is applicable to shipboard use, allowing different allocations of training time, and providing educational opportunities as well. Many new enlistees are now testing at or below the tenth grade level and are in need of basic remedial work to become fully capable and able to profit from training.

The Navy and Marine Corps are moving in the direction of ADL at a pace that needs to increase. Use of computer technology for training and skills development must also be used to reduce the gap between the "tech-capable" and the "tech-deficient." Practice reduces fear and enhances computer facility. Adequate instructional guidance and personal attention are especially acute when computer literacy needs to be acquired.

Beyond the issue of technological sophistication, continuous changes in the diversity of the younger population will place heavy demands on training, which needs to match their capabilities and the work demands that will be expected of them in the Naval services. Frequent assessment of these changes and requirements is paramount, as is adaptation of the system to new requirements as they are identified.

The panel recommends that a training and deployment strategy be formulated to make full use of both new technology and the increasingly diverse population.

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## QoWL- Professional Development

### Issues:

- Insufficient mentoring available for younger members.
- Basic Life Skills not emphasized.
- “Dead end” career paths.
- Mismatch between person and job skills.
- Skilled technical personnel drawn “Up or out”.

### Recommendations:

- Re-emphasize and reward mentoring.
- Teach Basic Life Skills early.
- Evaluate skill-based/leadership dual-career paths.

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## QoWL – Professional Development

Missing from the development of many of today’s Sailors and Marines is a true mentor. The DON must find a better way to meet this need.

The panel heard from several sources that young Sailors and Marines have not yet had time to develop basic life skills. In addition, as they progress in their military careers some also encounter professional development hurdles. The DON must also accept the increasing requirement to teach basic life skills to the newest recruits to avoid problems that require the attention of many people in the chain of command. These skills include financial management skills, and interpersonal skills (including anger management) such as on-the-job, child rearing and spouse relations.

“Dead end” career paths are frustrating more senior enlisted; some are stuck at a pay grade they cannot get past. The talents and/or desires of other personnel may not be matched to the career field in which they find themselves. The Office of Naval Research (ONR) has a commendable history of supporting research in the cognitive sciences and their relationship to the needs of the Naval services. As an outcome of such research, it is now possible to measure areas of human cognition that have not been understood before. This growing knowledge base can be applied to matching individuals and job with unprecedented precision, and earlier in the Navy and Marine Corps careers of new recruits.

The panel recommends that ONR establish a program, in partnership with appropriate measurement and testing companies experienced in this area, to explore new capabilities for increasing the job satisfaction and, thereby, the QoWL for Sailors and Marines, by means of such measurements. It is believed that new tests can lead to earlier identification of a recruit’s aptitudes and interests. Together with

appropriate follow-on training, such actions will become important factors in retention. In addition, increasing conversion opportunities for service members who have been mismatched must be appreciated and utilized as a retention tool.

The demand for skilled technicians in our Naval forces continues to rise. At the same time the lure of the private sector is also rising. Some skilled technicians at the E5 and E6 levels are faced with the choice of leaving the service or competing for promotion to a position with management responsibilities they do not wish to accept. They prefer to remain technicians whose value is recognized and rewarded.

A skill-based, dual career path and expanded warrant officer opportunities, as well as longer time in grade for E5 and E6 technicians who do not aspire to Chief, should be examined as ways to retain skilled technicians. A recent Center for Naval Analyses (CNA) study<sup>1</sup> recommended: (1) permitting lateral entry, and (2) a pay structure for skilled technicians that is not tied to rank alone.

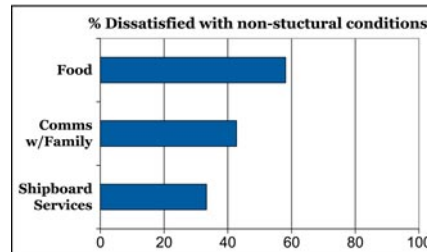
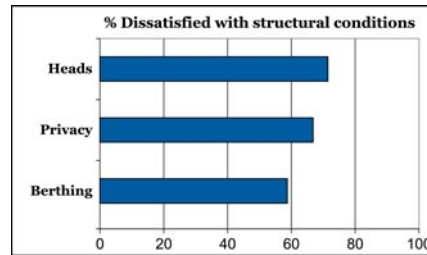
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<sup>1</sup> Martha E. Koopman and Dan D. Goldhaber, "Return on Quality-of-Life Investment" Study, Center for Naval Analyses, March 1997.



## QoWL- Shipboard Living

- Issues:
  - Shipboard living conditions on legacy ships are a major retention dissatisfier
  - Significant improvements in physical habitability impractical w/o manning reductions
- Recommendation:
  - Improve non-structural aspects as much as possible



### QoWL – Shipboard Living

The chart above contains two bar graphs which show shipboard dissatisfiers reported in the 1999 PERS6 QoL Study<sup>1</sup>.

Shipboard living is a serious dissatisfier for Sailors at all ranks, especially the structural limitations of heads, privacy and berthing. In addition, food, communication with Sailors' families, and shipboard services are not satisfactory.

We believe there will be no significant improvements to the habitability in legacy ships. The default answer to improving living conditions continues to be DD-21 and CVX. But, legacy ships will be around well into the twenty-first century. Changing expectations of current recruits will not allow us to hang our hats on the ships of the future. Accepting the structural constraints and focusing on the non-structural where improvements are possible will send a very clear message that we are paying attention to the desires of our Sailors.

The panel recommends that the Navy focus on quality of food, communications with family and shipboard services such as multi-media resource centers that will help offset the structural dissatisfiers that we are not able to improve.

<sup>1</sup> Navy Personnel Research Studies Technology Survey: Results of the 1999 Navy QoL Domain Survey, Principal investigator - Dr. Gerry L. Wilcove, assisted by Dr. Michael J. Schwerin

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## QoL Area #4

- 1 Leadership
- 2 Pay & Compensation
- 3 Work Life
- 4 **Education**
- 5 Medical
- 6 Family (including housing)
- 7 Community Services

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## QoL Area #4

Education is our middle dimension of QoL.

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## Education

### Issues:

- A mastery of basic academic skills holds the key for further educational access. Currently, almost 34% of recruits test below what we assume a high school graduate should be able to do (category IIIB or lower).
- This situation is not expected to improve and has major implications for the recruits' and Services' success.
- Voluntary opportunities for self improvement are not fully utilized.
- The Services have no choice but to resolve this situation.
- Studies prove cost effectiveness of investment in education and training.

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## Education

The military services have relied historically on the possession of a high school diploma as an indicator of persistence. Unfortunately, that is about all the diploma does indicate for many recruits. Overall, in FY99, 90 percent of the young people entering the Navy had a high school diploma. But this did not necessarily indicate achievement of basic academic skills in mathematical reasoning, paragraph comprehension, or writing skills. In fact, for the period October 1998 through August 2000, over one-third (almost 34 percent) of Navy recruits, using the Armed Services Vocational Aptitude Battery (ASVAB) as the indicator, scored in Category IIIB, meaning they were deficient in mathematics and reading. This means they entered the Navy at a distinct disadvantage: unable to qualify for ratings of choice; ill-equipped to be promotable in a highly technical Navy; less able to be successful in pursuing higher education courses; and prone to career disappointment.

Realizing the consequences of this situation and understanding that dramatic improvements in high school outcomes are not expected to occur soon, the Navy has attempted to help Sailors voluntarily at Academic Skills Learning Centers. In an educational master plan approved at the Secretary of the Navy level in FY97, the Navy asserted it would have 52 such centers located around the world by the end of FY2001. There are presently 37 in place, but they are not drawing the volume of participation needed to resolve the problem. For example, from October 1998 through August 2000, 49,696 recruits attended Recruit Training Center, Great Lakes. Based on ASVAB categorization, close to 17,000 were deficient in the basic academic skills. In fact, less than 2,000 received any special help in boot camp (just enough to get them through boot camp), meaning the bulk were dispersed to the Fleet less than adequately equipped to deal with their new life. One does not have to

be a rocket scientist to realize this has real consequences for the QoWL in the military.

Recognition of these facts attracted major attention from the panel. It was the consensus of the group that something must be done at boot camp to help recruits BEFORE they are sent to their first duty station, and that such “training” be mandatory. As far as can be determined, mandatory improvement of basic academic skills is occurring on some submarine bases, as ordered by the base commanding officers. Convincing evidence has been provided in the CNA study on the “Effectiveness of the Navy Voluntary Education Program”<sup>1</sup> which found that for every dollar invested in any kind of academic skills improvement, the Navy gets a return in savings of from \$19 to \$22. Also, there is direct evidence that Sailors who have the skills to participate successfully in further education (college level study), are more likely to reenlist and even have fewer discipline problems. These same kinds of findings are substantiated by events in the corporate sector where it has been shown that employees are pursuing skills improvement and thence higher education, in order to “stockpile” knowledge capital for future benefit.

The concept of the Academic Skills Learning Center in which individualized learning takes place via electronic delivery with the physical presence of a trained “facilitator” has been proven beyond any doubt. For those Sailors who have taken advantage of the centers, the results are phenomenal. Individuals retake their ASVAB, increase their scores by anywhere from 10 to over 20 points, enter a preferred rating and pursue a much more rewarding Navy career. However, the participation level is not sufficient. The problem is much more serious than voluntary participation can resolve.

While there are some who would say it is not the Naval Services’ “job” to repair the weaknesses of our educational system, the fact is, and the panel agrees, we have little choice. Recruiting Sailors and Marines with better academic skills may not be possible. The military services face a situation not unlike what other parts of our society are facing. Recently, one of the largest state university systems (California State University) reported that among their entering students, 46 percent needed improvement in English skills and 48 percent needed mathematics remediation. Also, a report from the “Education Trust”<sup>2</sup> stated that roughly a third of high school graduates are unprepared for further education. In FY99, almost half of the incoming freshmen in California public colleges needed remediation. The corporate sector can pursue other options like seeking technological workers from countries like India.

The Navy is not in a position to resist accepting a third of those it now recruits. The panel recognizes that to “fix” this situation will require a major investment, but an investment with significant returns. Voluntary education programs in both the Navy and the Army are entering a period of major expansion and the opportunity to pursue further education is being announced with great

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<sup>1</sup> F. Garcia, E. Joy, “Effectiveness of the Voluntary Education Program”, Center for Naval Analysis: CRM 98-40/April 1998,

<sup>2</sup> Education Trust: Ticket to Nowhere - Thinking K-16, Fall 1999

fervor. In all fairness, this will not help a significant proportion of those entering or even already in the force who do not possess the skills to succeed.

The greater emphasis on education only increases the need to invest in academic skills. Just as this report was going to press, information was received which only serves to highlight the need for leadership action regarding remediation. As of 31 December 2000, OPNAV directed that Navy College Learning Centers (formerly called Academic Skills Learning Centers) take a budget reduction. The Chief of Naval Education and Training (CNET) responded by closing ten of the 37 centers. Those now closed are:

Brunswick, Maine; China Lake, California; Guam; Key West, Florida; Meridian, Mississippi; New London, Connecticut; Newport, Rhode Island; Pascagoula, Mississippi; Patuxent River, Maryland; and Sigonella, Italy.

The reasons given for the decision to close were very low usage and funding availability. While one cannot argue the criterion of low usage, the availability of funding is arguable. Inadequate command support is one critical factor in the problem of usage. Where command support is prominent, usage and payback in terms of better skilled Sailors is a clear advantage. Some commands have local instructions ensuring that their Sailors use the center. Examples of good usage and solid command support can be found at Bangor, Washington; Great Lakes, Illinois; Port Hueneme, California; Whidbey Island, Washington; and Yokosuka, Japan. Cost factors are not significant given the fact that the Voluntary Education budget for 2001 is \$80M. Navy College Learning Centers, as presently operated, cost between \$7,000 and \$10,000 per month. The argument given is that new requirements are emerging. For example, Congress has told the military services that they may pay 100% Tuition Assistance. The Air Force and Army are seriously considering this once they identify funding. This puts the onus on the Navy and Marine Corps to do the same at some future point. The issue is why target remediation efforts? Why not target the real problem – a lack of solid command support.

Navy College Program leadership is currently reviewing the whole concept of "Learning Center." For example, should the Center also be a place where Sailors can do training, on-line college courses, as well as remediation and testing? How will access be prioritized? Will Sailors who have access during duty hours to do training, also have duty time access for remediation? Will a facilitator always be present (as they are now) to assist the Sailor who needs help? Won't training necessarily have the highest priority? OPNAV is also considering what they refer to as a Reading Intervention Program to be provided just before Sailors enter "A" School. This sounds like a plausible effort, but does not address those Sailors whose problems are with mathematical reasoning (which may, in fact, affect a far greater number), and with the significant number of Sailors who do not get assigned to an "A" school. Clearly, this whole issue deserves the attention of Navy leadership.

If the recommendation to provide mandatory basic skills improvement at the very beginning of one's service is not taken seriously, the panel believes the enhanced educational opportunities now being put into place (particularly those

involving distance learning or E-learning) will be reserved for only a segment of the force that is able to take full advantage of that kind of delivery system. Those who enter already behind, will find it even more difficult to catch up. The Navy and Marine Corps can reduce training costs, improve retention, and realize the full potential of every member if they make this investment. To leave it to a voluntary decision, as is now the case, will cause serious problems in the future and certainly detract from any hope of achieving true QoWL.



## Education

### Recommendations:

- Put higher priority on academic skills as a readiness and quality of work life issue.
- Require every recruit who has a combined score on the ASVAB, of < 100 (arithmetic reasoning plus paragraph comprehension) to take academic skills training.
- Administer remedial education right after Boot Camp, before 1st duty assignment.

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## Education

The panel recommends that the Navy and Marine Corps place a higher priority on providing its personnel with basic academic skills training. If this issue is not dealt with by the military, it will continue to create and retain major obstacles for the “quality of service” and cost the Services hard dollars in terms of attrition and training investment loss. The panel believes this is so important to performance and career potential that it recommends that taking basic academic skills courses not be voluntary, but be required.<sup>1</sup> This training should take place immediately following completion of formal boot camp and should occur at the same location prior to assignment to the first duty station, whether it be a ship or shore site.

According to the CNA study on voluntary education in the Navy<sup>2</sup>, as Sailors’ involvement in college education increases, their reenlistment rates also increase. For Sailors with 60 college credits, the reenlistment rate was 55 percent. Sailors who participated in academic skills improvement also had significantly higher reenlistment rates than non participants. Participation in academic skills increased

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<sup>1</sup> With the increased emphasis on on-line learning witnessed by the emergence of distance education initiatives by the Navy and the Army, mastery of basic academic skills will be even more critical. Unless a Sailor or Marine has a combined ASVAB (PR—paragraph comprehension—plus AR—arithmetic reasoning) of at least 100, his/her chances of completing electronically delivered courses successfully, are very poor. This score has been used successfully in the Navy Program for Afloat College Education (PACE) as the threshold. If participation in distance education (on-line) delivery is not screened, it is expected that the course completion would be dismally low.

<sup>2</sup> F. Garcia, E. Joy, “Effectiveness of the Voluntary Education Program”, Center for Naval Analysis: CRM 98-40/April 1998,

the reenlistment rate to 48 percent. Further details can be found in the study “Effectiveness of the Voluntary Education Program (CRM 98-40/AKPRIL 1998).”<sup>1</sup>

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<sup>1</sup> Effectiveness of the Voluntary Education Program, F. Garcia, E. Joy, CRM 98-40/April 1998, Center for Naval Analysis



## QoL Area #5

- 1 Leadership
- 2 Pay & Compensation
- 3 Work Life
- 4 Education
- 5 **Medical**
- 6 Family (including housing)
- 7 Community Services

Naval Research Advisory committee

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## QoL Area #5

Number 5 on our list is medical care.

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## Medical TRICARE

- Good Medical care for members and families is expected.
- Confidence in medical care delivery for families is vital
  - Especially when Sailor's/Marine's unit is deployed
- Quality is evaluated as good - *when accessible*.
- Two primary factors which cause concern:
  - Access
  - Bill payments or claim settlements
- TRICARE 2000 SECDEF report and related metrics show:
  - Solid improvement in all indicators
- Constant monitoring and top-level oversight is vital!

Naval Research Advisory Committee

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## Medical TRICARE

Panel discussions were limited to TRICARE because of its impact on families, especially those whose sponsors are deployed. We received no comments concerning the medical corps and military hospitals, so they are not part of this discussion. Concerns expressed in several surveys about TRICARE prompted the panel to seek additional briefings and information. We concluded that Sailors and Marines expect good medical care for themselves and their families. They especially want to be confident of medical services when the service members' units are deployed.

We heard from the Sailors and Marines that the quality of care provided by TRICARE is excellent. However, the system is still plagued by two serious problems. These are access and bill payment. Recent data show some improvement. Because of the importance of medical care to service members and their families, continued vigilance will be necessary.

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## QoL Area #6

- 1 Leadership
- 2 Pay & Compensation
- 3 Work Life
- 4 Education
- 5 Medical
- 6 **Family (including housing)**
- 7 Community Services

Naval Research Advisory committee

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## QoL Area #6

Other QoL issues in the family are increasing in importance due to some changing family demographics.

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## Family

### Changing Demographics

- Larger married population
- More working spouses
- More single parents

### Changing Expectations

- Higher standard of living
- Greater parenting involvement

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## Family

Family life for Navy and Marine Corps personnel has become progressively more challenging. Changing demographic tendencies, an extended period of prosperity, and generally higher expectations by our young military members have placed the services at a disadvantage in comparison to their civilian counterparts.

The services have a growing number of married personnel in the lower paygrades. Department of Defense (DoD) statistics show that 21.7 percent of paygrades E-1 through E-4 are married and the number increases rapidly thereafter. The E-5 to E-6 marriage percentage increases to 73 percent. This trend is quite different from the general population where young people are delaying marriage. Approximately 52 percent of the entire U.S. Navy are married. This is a marked change and is most pronounced in the enlisted ranks. Family Service Center Staff interviews highlighted the high risk for young couples to have marital problems when they marry on very short notice, principally to gain the incremental pay raise provided for married personnel. Affordable housing, the requirement for working spouses, and childcare play a large role in career decisions. Marine Corps statistics are similar, but the married population is a smaller proportion than in the Navy.

Low compensation often necessitates that spouses work to provide an adequate income. It has also become a societal norm as women are seeking fulfillment in the workforce and couples desire a lifestyle that requires two incomes. These developments have intensified the need for safe, affordable and accessible childcare.

Due to early marriages and the strains of Navy and Marine Corps life, the number of single parents has increased and placed new demands for childcare

alternatives. The worst case comes during six-month deployments when long-term care solutions are needed.

Today's young people joining the military have been raised during an extended period of economic prosperity. They have higher expectations for the quality of military life than their predecessors did. This taxes the limited resources allocated to support QoL. The Family Service Center at Norfolk reports a growing number of married first-term families that leave the service because they feel a good family life is not compatible with military service. Bachelors are leaving because they do want a family but do not want to attempt it while in the Navy.



## Family

### Issues & Recommendations

- Childcare
  - Expand award winning program to meet needs.
- Housing Issues
  - Insufficient quantity and uneven quality of housing
  - Continue to pursue innovative solutions
- Doing more for spouses
  - Enhance programs and introduce new elements to support spouse employment

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## Family

The Navy and Marine Corps have comparable childcare programs that provide Child Development Centers and In-Home Care programs. The quality of these programs is excellent and they have won awards for their high standards.

DoD has mandated that childcare should be available to 65 percent of military families with children who are eligible for childcare and need this service. Presently the Navy programs meet 80 percent of this goal. Since the government subsidizes 50 percent of the individual cost for care, comparable nonmilitary facilities are more expensive and typically farther from the workplace. The DON recognizes the importance of this new requirement and has programmed funds to provide coverage for the full mandated 65 percent by 2005.

Navy housing meets about 23 percent of the needs of eligible personnel while the Marine Corps meets 31 percent. The most current figures for service support in this area are:

Navy	23 percent
Marine Corps	31 percent
Army	36 percent
Air Force	38 percent

The Navy provides housing for the smallest percentage of its personnel of all the services. This is because Army and Air Force facilities are often in remote areas where off-base housing is scarce or nonexistent. Most Navy facilities are located in urban areas where housing alternatives are available. The BAH has come closer to meeting our personnel's needs to acquire off-base housing, but it still falls 18 percent

short of meeting all of the housing expenses. Government housing has been and continues to be the best deal a Sailor can get. For the cost of BAH the service person gets housing, all utilities, security and in most cases an ideal location not far from the workplace, Exchanges and Commissaries. This final advantage is hard to quantify but may be the biggest benefit of all. The DoD plan calls for BAH to cover all out-of-pocket expenses by 2005. This will be a significant improvement but will not offset the location advantage of government housing. Currently, there are waiting lists for housing that can be as long as forty-five months. This often means that the families on their first enlistment find it very difficult to get into housing. Unfortunately, this is the very group that we are trying desperately to reenlist.

The DoD has a three-pronged program to fix the housing problem. The first is to provide government support for BAH that will bring it to a level that covers all of a service member's out-of-pocket expenses when they rent or buy housing on the economy. The goal is to fix this program by 2005. The second action is to use public-private ventures in selected areas where there is a shortage of adequate housing. The third approach would be to use conventional Military Construction funds to build housing where it makes sense. This would include remote areas where there is simply no alternative.

The quality of Navy housing ranges from outstanding to inadequate. This is primarily due to a large housing maintenance backlog that has grown over the last 20 years. Funds for this purpose come from the account for base operations and maintenance of real property that support many infrastructure maintenance programs. Often, base commanding officers have to defer housing repairs for higher priority needs like roads or utility maintenance. The Navy has a plan to work down the backlog, but the target date is currently 2010 which translates to "never" in the eyes of a young Sailor or Marine.

The role of military spouses has changed dramatically in recent years. Most spouses now work outside the home. There are two reasons why this has happened. First and foremost, families badly need the second income that a working spouse can bring in. It is not an exaggeration that a Navy Commander living in a modest townhouse in the Washington DC area with one child in college would need his/her spouse's second income to have a positive cash flow. For enlisted personnel the problem is far more severe and often requires excessively long commutes and modest living accommodations.

Since a working spouse has become a fact of life, the DON should do more for this often-neglected segment of the Navy and Marine Corps family population. Using the Family Service Centers as coordinators, several spouse job assistance initiatives could be developed with little cost to the government. Spouse training and education programs could go a long way to preparing spouses to enter and prosper in the workplace. The Navy/Marine Corps Relief Society, a private organization, has provided spouse educational assistance overseas for many years and recently has instituted an educational scholarship program for the entire Navy/Marine Corps population. This program provides assistance for up to 600 spouses per year. The DON should take the Relief Society actions as a model to implement a full program of educational assistance.



Frequent PCS moves also frustrate spouses in the workplace and place a strain on marriages when spouses are out of work. Research shows that such moves result in lost income. This situation also drives families to consider not moving and having the service member become a “geographic bachelor.” This situation places a heavy pressure on families and is bound to affect a member’s performance at work as he or she is considering a long commute for a weekend reunion. A modest dislocation allowance for displaced spouses while they are out of work would be a strong signal that we understand the spouse’s plight. It appears that now, more than ever, a spouse’s satisfaction is a major factor in service career decisions.

Recent research<sup>1</sup> demonstrates that women in local labor market areas with high military presence have higher unemployment rates, lower income, and lower returns to education and job experience than women in areas without such a presence. Military wives pay an additional price. This signals the need for the DON to initiate cooperative ventures with the private sector to create good jobs around military installations.

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<sup>1</sup> Booth, Bradford. 2000. The impact of military presence in local labor markets on unemployment rates, individual earnings and returns to education. (Doctoral dissertation). Ann Arbor, MI: Bell and Howell.

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## QoL Area #7

- 1 Leadership
- 2 Pay & Compensation
- 3 Work Life
- 4 Education
- 5 Medical
- 6 Family (including housing)
- 7 **Community Services**

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## QoL Area #7

Finally, the panel examined community services, the traditional programs considered a part of QoL.

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## Community Services

### Meeting Navy Needs

- Recreation
- Clubs
- Exchanges & Commissaries
- Long Range Strategy

### Current budget shortfalls

- Youth Programs
- Fitness Programs

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## Community Services

Navy and Marine Corps MWR programs continue to provide outstanding support to service members and their families. Current programs and a long-term strategy by them show a clear understanding of the changing needs of our service population. Exchange and Commissary facilities are keeping pace in providing significant price advantages at modern and evolving facilities.

Although Navy MWR programs have excellent fitness and youth programs, each fall short of the DoD standards. Fitness requires an additional \$15 million per year and youth programs an additional \$8 million per year to meet the standards.

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## Total Force

Navy and Marine Corps  
Reserve Forces

Naval Research Advisory committee

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## Total Force

While our panel received several briefings on various aspects of QoL for the Reserves, we have not included the Reserves in each of the components of this report. Panel observations on QoL challenges of Navy and Marine Corps Reserve Forces are continued in the next two charts and related text.

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## Total Force

### Reserve Issues

- Increased requests for augmentation from the reserve component are having an impact on reserve retention and quality of life.
- Reserve families do not have the same access to support programs as the active component.
- Realistic training is an important factor in quality of work life and performance of mission.
- With reserves becoming more involved in longer deployments, employers are having a difficult time accepting worker absences.

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## Total Force

Force downsizing and expanding global commitments have added new meaning to the term “Total Force.” Some force commitments could not be sustained without periodic rotation using reserve units. In some skills, reserve force capability constitutes a major portion of total force capability (e.g. civil affairs and medical which proved invaluable in Bosnia). Any examination of “QoL,” “quality of service,” or “QoWL” should include both active and reserve. Although factors affecting “QoL” for reserves may be different, they deserve examination and equal treatment.

Being a member of the Navy or Marine Corps reserve today constitutes a significant investment on the part of the individual reservist, their family and their employer. Increased requests for augmentation from reserves for contingencies and exercises and the increased demand for reserve units to fill regular unit rotations has had an impact on reserve retention and QoL.

Reserve augmentation is getting harder to predict. Reservists cannot always plan on when and where they will be requested next. Although the Services do what they can to assist in deployment, reserve families do not have the same access to support programs as their active duty counterparts.

A significant component of “Total Force,” reserves are entitled to quality training on the same type of equipment they are expected to operate, if called to active duty. Monthly drill periods must be filled with more than administrative updates, classroom instruction and make work projects. Reserves need access to realistic training facilities.

Although employers are required by law not to discriminate against reservists who support defense, employers are finding it harder to excuse extended absences by employees and this can have an impact on future job assignments and promotions.

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## Total Force

### Recommendations

- Modify policies that make Reserve retention difficult.
- Establish a tuition assistance program for Reserve undergraduates.
- Include representatives of the Reserve as active participants in transition assistance programs.
- Invest in Reserve facilities and equipment, or transport Reserves to Fleet areas for training.
- Strengthen relations with employers.

Naval Research Advisory Committee

## Total Force

Policies that impact retention should be reviewed. For example, current policy requires missed drill periods to be made up on subsequent consecutive weekends. This can be a daunting requirement if the circumstances behind the absence (job or family) have not diminished. To ensure retention of skilled Reservists, they should be given the option of extending their service period to make up for lost training.

Programs available to the active forces can have similar application for Reserves and should be provided. For example, establishing a tuition assistance program for reserve undergraduates will provide an incentive for young men and women to join the Reserves, provide for a better Sailor and Marine, and can strengthen employer/reserve relations.

To exercise "Total Force," the Navy and Marine Corps must emphasize Reserve retention. Those leaving the active component should be advised not only of their Individual Ready Reserve (IRR) obligations under the law, but of the opportunities that the Reserves provide with continued affiliation. The Services should make it easy for active duty members to contact the reservist, if they decide that may be something they want to do. If not already included, representatives of the Reserve component should be a part of any transition assistance program.

Reserves are entitled to quality training. If the Navy and Marine Corps intend to employ "Total Force," then they must invest in Reserve facilities and training. Failing that, accommodations should be made to get Reservists to fleet concentration areas where they can work with the same equipment they are expected to operate during activation.

Employers must believe the time given up for Reserve training and activation has some benefit for them before they will support “Total Force.” The Navy and Marine Corps must strengthen relations with civilian employers. Employers need to understand why the Reservist is important to the Nation and need to see for themselves the benefits that service in the Reserves can have for employees.



## Conclusions

- The Navy and Marine Corps must restore a climate where leaders can demonstrate commitment to their people.
- The work realm must be recognized as the key quality of life area and given significant additional focus.
- Spare parts **must** be made available when needed.
- The Naval Service of the 21st century must have a qualified workforce. This requires achievement of a basic academic skill level and a commitment to remediate those who fall short.

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## Conclusions

As a result of our analysis, the panel drew eight conclusions. The chart above lists conclusions related to leadership, work realm, spare parts, and basic academic skills.

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## Conclusions

- The impact of a diverse workforce and the opportunities to leverage it for the benefit of the Navy and Marine Corps must be appreciated and acted upon.
- DON must assist service members' families with their needs to facilitate full commitment by members to their services' missions.
- Quality of Life is a complex and fluid issue. It requires continual and systematic measurement of Sailor and Marine satisfaction to assess the return on resource investments.
- Evaluating recruit aptitudes and interests successfully to train and match to compatible assignments is key to QoWL.

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## Conclusions

This chart lists conclusions related to diversity leveraging, family needs, and the requirement for enhanced data about QoL and aptitudes and skills.

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## Recommendation Matrix

DOING WELL	PERSISTENT PROBLEMS	OPPORTUNITIES
LEADERSHIP PRINCIPLES	PAY & COMPENSATION	IMPLEMENTATION OF LEADERSHIP PRINCIPLES
COMMUNITY SERVICES	SHIPBOARD HABITABILITY	WORKPLACE IMPROVEMENT
EDUCATION ACCESS	HOUSING	SPARE PARTS
TRICARE (QUALITY OF TREATMENT)	TRICARE (ACCESS & BILLING)	ACADEMIC REMEDIATION
CHILD CARE	CAREER DEVELOPMENT TRAINING	DIVERSITY
	SHIPBOARD WORKLOAD	FAMILY (UNDER FUNDED SERVICES & SPOUSE EMPLOYMENT)
	PERSONAL TIME	LONGITUDINAL RESEARCH
	LIFE SKILLS TRAINING	RECRUIT APTITUDE MEASUREMENT RESEARCH

Naval Research Advisory committee

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### Recommendation Matrix

The chart above is a matrix that summarizes our recommendations. The first column contains QoL areas where the DON is doing well. The second column includes the persistent problems. The third column is our list of opportunities for which we have made our strongest recommendations. They are in the order of importance to the panel.

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## Recommendations

### Leadership: (SECNAV/CNO/CMC)

- Require that all budget and planning decisions consider the impact on quality of work life.
- Examine contemporary examples of successful leadership, identify best practices, and then provide an environment where leaders can develop, implement, and put people first.

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## Recommendations

Decisions throughout the chain of command should reflect the DON policy that people are the number one resource. Largely because of the constraint on resources, the Navy and Marine Corps appear to have grown away from this emphasis. Priorities need to be adjusted in order to sustain the highest possible QoL and to retain highest quality Sailors, Marines and their families.

To reinforce this renewed emphasis, all planners and decision makers should be required to consider and account for quality of work life and make it an integral part of planning and budget decisions.

Service members at all levels must also be given the opportunity to exercise positive aspects of leadership. To reinforce leadership training, the DON should establish an environment where individuals are given appropriate responsibilities and resources, held accountable, and then properly mentored.

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## Recommendations

### Quality of Work Life:

- Fix the spare parts problem. (SECNAV)
- Aggressively seek opportunities to insert emerging technology into legacy ships, platforms, and facilities for reduction of workload, manning, and cost.
  - CNR focus technology programs to provide emphasis in this area.
  - SYSCOMS develop criteria for technology insertion into legacy and new systems.
- OPNAV and Type Commanders evaluate opportunities to improve non-structural aspects of shipboard life.

Naval Research Advisory Committee

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## Recommendations

The Secretary of the Navy (SECNAV) should provide the guidance to achieve a balanced solution to the spare parts problem, expressly including the impact upon QoWL, retention, and readiness.

The Chief of Naval Research (CNR) should focus technology programs to develop, mature, and transition technology emphasizing work reduction and increased productivity.

The Systems Commands (SYSCOMS) should work with other agencies, the laboratories, and ONR to aggressively identify and seek opportunities for insertion of emerging technology into legacy ships and platforms to reduce workload, manning, and cost. Where such efforts are successful in reducing manning, a spin-off benefit will be the potential for improved shipboard habitability by using the space made available.

Without waiting for the manning and/or workload reductions resulting from technology insertion, emphasis should be placed on improving the non-structural aspects of life aboard legacy ships.

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## Recommendations

### Education: (CNET/MCCDC)

- Make participation in academic skills improvement mandatory and accomplish right after boot camp.

Naval Research Advisory committee

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## Recommendations

One-third of Navy and Marine Corps recruits enter Naval service at a disadvantage. This has huge implications, not only for job satisfaction and QoL but it also impacts readiness and the “cost of doing business.” This issue is an Achilles’ heel!

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## Recommendations

### Diversity: (SECNAV)

- Take ownership, develop, and implement a strategic plan to create a Naval environment that maximizes the advantages of the coming demographic, utilizing successful models from the corporate sector in particular.

Naval Research Advisory Committee

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## Recommendations

The DON should capitalize upon others' accomplishments for internalizing a culture to exploit and leverage diversity opportunities as they evolve. Specifically, CNO & CMC should establish a diversity action team to benchmark what contemporary organizations have learned during the development of their diversity programs. A Senior Naval leadership team should visit a number of corporate and university centers recognized nationally for their success in understanding diversity and educating their leadership in its positive implications. Corporate organizations, in particular, could provide valuable insights.

At the same time, it is recommended that attitudinal surveys which assess defined successes should be conducted at several pilot DON sites. An initial report should be provided to SECNAV, CNO & CMC prior to the formulation of the strategic plan for harnessing the positive implications of diversity.

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## Recommendations

### Family: ASN(M&RA)/CNP:

- Increase family services support for new parents, financial counseling, and youth programs to levels that meet the community need.
- Assist spouses with employment, especially after military reassignment.

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## Recommendations

The Navy and Marine Corps provide an impressive array of services to families. Some of these are quite effective, but lack the funding to meet the need that exists in the community. The panel recommends identifying important programs that need additional funding, such as child care, new parent support, financial counseling, and youth programs.

Most military families today are dual worker families. When the military member is reassigned, the employed spouse must either move and try to find a new job or stay put and effectively split up the family. In either case, great difficulties result.

Additionally, recent research shows that living near military installations leads to higher unemployment rates and lower wages for women, especially military wives. The DON could mitigate these problems by assisting spouses to find good employment.

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## Recommendations

### Research: ASN(M&RA)/CNP:

- Conduct research on trends in QoL in the Navy and Marine Corps.
  - Recommend use of longitudinal panel methodology following the same sample groups over time.
- Monitor through these studies implementation and consequences of quality of life initiatives.
- Enhance research on aptitude and interest measures in order to effect best match of recruit with specialty.

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## Recommendations

While the Navy Personnel Research, Studies and Technology (NPRST) studies<sup>1</sup> described earlier were very useful to the panel, there is a need for a different kind of data than are currently available. The use of panel studies which follow the same respondents over time would facilitate connecting DON initiatives to resulting individual satisfaction and retention.

Improvements in QoWL are anticipated if recruits' aptitudes and interests can be matched successfully with specialty assignments.

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<sup>1</sup> Navy Personnel Research Studies Technology Survey: Results of the 1999 Navy QoL Domain Survey, Principal investigator - Dr. Gerry L. Wilcove, assisted by Dr. Michael J. Schwerin

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## Quality of Life

IMPROVING THE LIVES OF  
OUR SAILORS, MARINES  
AND THEIR FAMILIES  
**MUST ALWAYS REMAIN**  
**A PRIORITY**

Command Master Chief (Retired)

Naval Research Advisory committee

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## Quality of Life

These words summarize our panel conclusions.

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**Appendix A**  
**Naval Research Advisory Committee**  
**Quality of Life Panel**  
Terms of Reference

**OBJECTIVES:** Examine Quality of Life (QOL) issues for Sailors and Marines in such a manner as to anticipate what they will be for the new Navy of the 21<sup>st</sup> century and what the Navy's responses to the new challenges will have to look like.

**BACKGROUND:** The Navy is experiencing difficulty recruiting and retaining sufficient personnel. It has been recognized that this challenge is due somewhat to the competition for labor in an economy which is experiencing growth and labor demands greater than has existed in modern times. In addition, the competition for workers establishes private sector benefits and civilian lifestyles which stand as a challenging comparison for Sailors to what they experience within the military. These comparisons result in the Sailor perceiving and experiencing "relative deprivation," i.e. a more negative view of the Navy life relative to civilian opportunities than would otherwise be perceived if the economy were not doing so well.

The current situation of civilian competition notwithstanding, the Navy has over the last few decades increasingly recognized specific inherent problems with the QOL for Sailors and Marines and has created institutional responses to many of these challenges. Unfortunately these responses have not overcome QOL challenges such that the overall recruitment and retention goals set by the Navy in recent years have been achieved. It may be that just as such programs have "come of age," or been developed in systematic, organized ways, the QOL issues have changed such that the programs don't target the new needs either in services or form of delivery.

With this background to the issue of QOL in the Navy the following activities are proposed for the NRAC panel on the topic.

**SPECIFIC TASKING:**

- Review the historical and current QOL areas identified by the Navy and the current institutional response to them including the particular problem areas of housing/shipboard life, standard of living, job performance challenges.
- Identify the QOL issues that arise as consequences of changes in population characteristics and the changes in job demands. Determine what the QOL requirements are going to be for the new Navy of the 21<sup>st</sup> century?

- Evaluate the available suite of analytical QOL assessment methods and determine if they provide an adequate means for identifying the impact of particular problems and measuring the impact of particular efforts aimed at problem mitigation with positive recruitment and retention benefits.
- Assess whether the current institutionalized response to emerging QOL challenges is able to address the changing needs. Consider proposing QOL responses/assistance for anticipated future needs outside of the constraints of the Naval organizational structure in which the assistance is provided today. Focus not only on problems but also on opportunities. That is, search for changes that can make Navy life more attractive, vice less unattractive, in light of shifting population characteristics and job challenges.
- Assess whether the Navy should focus its QOL efforts on the problems of particular Naval communities. Consider, for example, the special problems faced by Navy personnel when they are in CONUS, vice assigned overseas (but ashore), vice deployed on ships at sea. Similarly, consider the distinguishing problems of the air, surface, and submarine communities.

Study Sponsor:	The Honorable H. Lee Buchanan, Assistant Secretary of the Navy (Research, Development and Acquisition)
Study Administrator:	RADM Jay M. Cohen, USN, Chief of Naval Research and NRAC Executive Director
Study Coordinator:	VADM Norbert R. Ryan, Jr., USN, Chief of Naval Personnel and Deputy Chief of Naval Operations for Manpower and Personnel (N1)
Point of Contact:	Mr. Murray Rowe, Navy Personnel Research, Studies and Technology, Office of the Chief of Naval Personnel.

## **Appendix B**

### **Representative Briefings**

1998 Volunteer Education (VOLED) Program Study

COMNAVAIRLANT: Situation brief on Op-Tempo / Pers-Tempo and QoL impacts

COMNAVSUBLANT: Situation brief on Op-Tempo / Pers-Tempo and QoL impacts

COMNAVSURFLANT: Situation brief on Op-Tempo / Pers-Tempo and QoL impacts

DACOWITS – Site inspection report review of QoL elements and gender aspects

Director N-7 Navy College Program Situation Report / QoL data

Director Strategic Planning & Analysis [ASN(M&RA)] – Situation brief on QoL Navy Personnel Task Force preliminary findings

Former MCPON insight into QoL aspects of his tenure

Innovations and pilot projects in shore Installation Housing Management

MCPON: QoL & QoWL in the USN today

N-41, Atlantic Fleet Supply Officer: Situation Brief on Supply Part Availability and Readiness Impacts

N-46, Director, Shore Installation Management Division Situation Brief on QoL Aspects & Initiatives for Major Shore Installations

NAVSEA DD-21 / PMS-500 Program

NAVSEA / PEO STRIKE – QoWL – Job/Task Customization and Design efforts

Navy Military Personnel Command – PERS 6 – Overview brief of current MWR programs addressing QoL challenges

Navy Recruiting Command Force Master Chief – QoL Recruiter Issues

NLAG: Review of QoL Study Data

NPGS – Monterey Professor: Diversity, Generations X, Y, etc and the implications to USN Manning

NPRST: Focus Group Investigation Techniques and Operations

NPRST Program Assessment Study

NPRST Quality of Life Domain Study

NPRST: Situation Brief on CNET & PERS joint efforts for Manpower Re-engineering

ONR Legal Counsel / NRAC Staff

PERS-4 USN Detailers Shop QOL-based Initiatives

## PERS-6: Situational Briefs

- Counseling, Advocacy and Prevention Branch
- Personal and Family Readiness Branch
- MWR & QoL
- Family Service Center Branch

Private Consultant: Innovations in Problem Solving / Proven QoL Shipboard Models & Techniques

QoL Activities of NLAG (Navy Life Assessment Group)

QoL aspects associated with USMC prior service recruiting

QoL aspects for USN & USMC Reserve Forces (Officer & Enlisted)

QoL aspects from a former NAVAIRRES Base Co

Quality of Life Implications of Optimal Manning

Quality of Life / Lifeline Program: Implications of Internet QoL Capability and Growth

Senior Enlisted QoL review by

- MCPO NAVAIRRES
- MCPO NAVSURFOR
- MCPO NAVRESFOR

USMC Detailer's shop QOL based initiatives

USMC: Force Detailing & QoL issues

USMC: Manpower Plans and Policy

USMC QoL Effort Overview

USN-BUMED briefs on Quality of Life & Medical Care. Situational report on TRICARE issues, care delivery and resolution efforts (VTC @ CINCLANT)  
Participants were:

- Assistant Chief for Health Care Operations, BUMED
- Plans, Analysis & Evaluation Department, BUMED
- Director, Medical Resources, Plans & Policy Division, No93, OPNAV
- Assistant Chief for Operational Medicine & Fleet Support, BUMED
- Administrative Officer to the Navy Surgeon General

USN Inspector General: QoL findings from site visits

USN Master Plan(s)

Vice CNET: Situational Brief on QoL & CNET Efforts

## **Appendix B**

### **Representative Studies**

Airforce Strategy, Methods and Criteria for Determining Real Property Maintenance Requirements – GAO/NSIAD 99-100

American Military Culture in the 21<sup>st</sup> Century/A CSIS Report – Jan 2000

Armed Forces Equal Opportunity Survey – Defense Manpower Data Center – 1996/7

Armed Forces Equal Opportunity Survey – Statistical Methodology Report – Dec 1997

Armed Forces Equal Opportunity Survey – Defense Manower Data Center – Aug 1999

Center for Naval Analyses Study - Martha E. Koopman and Dan D. Goldhaber, “Return on Quality-of-Life Investment”, March 1997

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## **Appendix C**

### **Acronyms**

ADL	Asynchronous Distance Learning
ALNAV	All Navy
ASLC	Academic Skills Learning Center
ASN(M&RA)	Assistant Secretary of the Navy (Manpower and Reserve Affairs)
ASN(RD&A)	Assistant Secretary of the Navy (Research, Development and Acquisition)
ASVAB	Armed Services Vocational Aptitude Battery
BAH	Basic Allowance for Housing
BUMED	Bureau of Medicine
CAWMS&T	Commission on the Advancement of Women and Minorities in Science, Engineering and Technology Development
CDR	Commander, U.S. Navy
CINCLANT	Commander in Chief, Atlantic Command
CMC	Commandant of the Marine Corps
CNA	Center for Naval Analyses
CNET	Chief of Naval Education and Training
CNO	Chief of Naval Operations
CNP	Chief of Naval Personnel
CNR	Chief of Naval Research
COMNAVAIRLANT	Commander, Naval Air Force, US Atlantic Fleet
COMNAVSURFLANT	Commander, Naval Surface Force, US Atlantic Fleet
COMSUBLANT	Commander Submarine Forces Atlantic
CSIS	Center for Strategic and International Studies
DACOWITS	Defense Advisory Committee on Women in the Service
DON	Department of the Navy
DoD	Department of Defense
GAO	Government Accounting Office
IRR	Individual Ready Reserve

MCCDC	Marine Corps Combat Development Command
MCPON	Master Chief Petty Officer of the Navy
MWR	Morale, Welfare and Recreation
NAVAIRES	Naval Air Reserve
NAVRESFOR	Naval Reserve Force
NAVSEA	Naval Sea Systems Command
NCO	Non-Commissioned Officer
NEC	Navy Enlisted Classification
NLAG	Navy Life Assessment Group
NPGS	Naval Post Graduate School
NPRST	Navy Personnel Research, Studies and Technology
NRAC	Naval Research Advisory Committee
NTC	Naval Training Center
N-46	Director, Shore Management Installation Division, Office of the Chief of Naval Operations
ONR	Office of Naval Research
OPNAV	Office of the Chief of Naval Operations
OSD	Office of the Secretary of Defense
PACE	Program for Afloat College Education
PCS	Permanent Change of Station
PEO	Program Executive Office
PERS 4	Assistant Chief of Naval Personnel for Distribution
PERS 6	Assistant Chief of Naval Personnel for Readiness and Community Support
POM	Program Objective Memorandum
QoL	Quality of Life
QoWL	Quality of Work Life
RCTOP	Renewing Commitment to Our People
SECNAV	Secretary of the Navy
SYSCOMS	Systems Commands
TF	Total Force
TRICARE	Army, Navy, Airforce (Medical) Care
UMD	University of Maryland



USAREUR

U.S. Army Europe

USMC

U.S. Marine Corps

VOLED

Voluntary Education

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